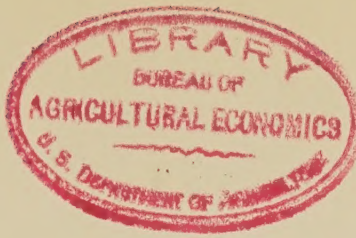


Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.



LU-PO 5
June 10, 1938

1.7
E67723

JUL 25 1938

UNITED STATES DEPARTMENT OF AGRICULTURE
BUREAU OF AGRICULTURAL ECONOMICS
DIVISION OF PROJECT ORGANIZATION

INSTRUCTION FOR THE PREPARATION AND SUBMISSION OF PROJECT PROPOSALS

1 PURPOSE:

- a The project proposal will provide information for an administrative determination that the proposed project conforms in general to the legal requirements of the controlling legislation and to the administrative policies established thereunder (See LU-14 and Paragraph 3 of LU-PO 1, Supplement 1).
- b This instruction supersedes all previous instructions relating to the preparation of project proposals.

2 GENERAL:

- a A project, for the purpose of preparing a proposal, will be a single geographic area within a single boundary and wholly within a single state. The project may include minor areas within which purchases will not be made.
- b Each proposed project for which a proposal is being prepared will be given a name by the regional officials. This name will be brief and should give some suggestion as to the location of the project in order that the respective names of two or more projects in the same state may definitely distinguish one project from another. The project name will also include a reference as to the type of project involved, (See LU-14).
- c When a project proposal is being prepared, consideration will be given to a headquarters for the proposed project, taking into account such factors as nearness to the project area, mail service, railroad and highway facilities, office space and living accommodations. Consideration may be given to the supervision of more than one project from one headquarters and by one project manager. At the time the project proposal is submitted to the Division of Project Organization, the regional director will, in his transmittal letter, recommend a project headquarters which appears logical, giving his reasons for the recommendation.

3 ORGANIZATION FOR THE PREPARATION OF PROJECT PROPOSALS:

- a The regional director will be immediately responsible to the head of the Division of Project Organization for the preparation of project proposals.

- 3 b All project site suggestions will be submitted to the Division of Land Economics in accordance with instructions issued by that Division. On the basis of such project site suggestions a program of projects for any given year will be approved by the Bureau. After such approval has been obtained, the head of the Division of Project Organization will authorize the regional director to prepare project proposals for specific sites. He will advise the regional director of the amount of funds which have been tentatively allotted for land purchase within each site. No project proposal will be prepared for any site until such preparation has been authorized.
- c The Project Organization staff of the regional office will prepare the project proposals with the assistance of such temporary clerical help as may be authorized by the head of the Division of Project Organization for the purpose of assembling and tabulating pertinent information and figures. When the regional director is authorized to prepare a proposal, he will be requested to furnish, by letter, estimates as to the amount of clerical help required, the cost thereof, and the amount of funds required for procurement. If approved, a sub-allotment will be requested on the basis of the information submitted. In regions where no Project Organization staff exists at the present time, special arrangements will be made with each regional office for the employment of the necessary professional personnel. The head of the Division of Project Organization will provide the field offices with such technical and other personnel, available in the Washington office of the Division, as may be needed in the preparation of project proposals.

4 CONTENT OF PROJECT PROPOSALS:

- a Proposals for Agricultural projects and Isolated Settler projects, as set forth in LU-14, will be prepared in accordance with this instruction. As soon as criteria for the establishment of Water Utilization and Flood Control projects are issued (See Paragraph 3 c of LU-14) a supplement to this instruction will be issued, indicating the content of a proposal for projects of the latter type.
- b The content of a proposal will be determined by the objectives to be served by the preparation and submission of the proposal. For the purpose of preparing proposals, they will be classified as follows:
- I New Project
 - II Project coterminous with
 - A Project established under the Land Program of the Federal Emergency Relief Administration or under the Resettlement Administration.
 - B Project established under Title III of the Bankhead-Jones Farm Tenant Act.
 - III Extension of the boundaries of an existing project

- 4 b III A Involving no change in the scope, character or objectives of the project, as originally approved by the Secretary.
- B Involving a change in the scope, character or objectives of the project as originally approved.

5 PROPOSAL FOR A NEW PROJECT:

a Purpose of the project

- I Discuss briefly the purposes of the project, including specific reference to the objectives to be accomplished.

b Problem area

- I Include in the proposal a problem area map of the state showing the location of the project in relation to the state problem areas as defined by the State Land Use Planning Specialist. This should be a letter size map but if a map of this size is not available, or if the relationship of the project to the problem area cannot be clearly shown on a map of this size, a larger map may be used for this purpose.
- II Describe the problem area including a discussion of the pertinent items indicated below and other significant features. These discussions should be brief, include, if possible, statistical material to substantiate statements made, and present evidence that a problem exists. Sources of statistical material should be indicated.

A Climate

B Soils, including extent and type of any erosion

C Vegetation, turf, or covering

D Topography, water resources, water distribution

E History and pattern of settlement

F Land use, including data as to the per cent of land in farms, not in farms, and extent of farm abandonment, if any

G Types of farming

H Size of farms, grouped, if possible, according to types of farms

I Farm income

5 b II J Crop yields

K Tenure and land ownership

L Levels of living

M Tax delinquency

N Population and population trends

O Social and public facilities, such as roads, schools and medical services

P Relief load

III Major cause or causes of the problem

A Discuss the major cause or causes of the problems which were discussed in accordance with the requirements of Paragraph 5bII above.

IV Adjustments in land use which will overcome or alleviate the existing problems

A Guided by the principles set forth in LU-14, discuss any of the following adjustments that apply together with any other significant adjustments which may be pertinent, indicating why each seems necessary.

(1) Changes in the land use and agricultural economy of the area such as

(a) Changes in the types of farming, i.e., shifts from cash-crop farming to a combination of cash-crop and livestock farming, to livestock farming and grazing, or to a farming and forestry combination, through the establishment of community pastures, community woodlots, community meadows, grazing districts, or individual leases.

(b) Changes in the physical and economic size of farms and ranches or in the extent of individual farming and ranching operations.

(c) Changes in cropping systems.

(d) Changes in kind or intensity of grazing.

(e) Provision of an improved basis for part-time or subsistence farming, through the development of

- 5 b IV A (1) (c) supplementary sources of income from handicrafts, forestry, or other work connected with the permanent operation of the project area.
- (2) Land acquisition
- (a) Indicate the need for Federal purchase of land which is "submarginal or not primarily suitable for cultivation" and the extent to which its purchase will facilitate the adjustments proposed.
- (b) Indicate the types of land that should be acquired to bring about the adjustments discussed, including reference to the pattern of public ownership to be developed.
- (3) Development
- (a) Discuss briefly the type of development program which should be carried out to effect the proposed adjustments.
- (4) Management and administration
- (a) Indicate any agencies, Federal or non-Federal, now directing land use adjustment programs or administering public lands in the area. Discuss the character, extent and objectives of the program of such agencies, relating the character and objectives of such programs to the land use adjustment program discussed above.
- (5) Institutional adjustments
- (a) Discuss measures of public policy which should be instituted to supplement land acquisition and development to overcome existing maladjustments in land use, indicating how such measures will facilitate the proposed adjustments in land occupancy and use.
- Such measures might include
- (I) Shifts in the location of families
- (II) Rural zoning
- (III) Public retention of tax reverted land
- (IV) Adjustments in taxing procedure
- (V) Adjustments in public facilities (roads, schools, etc.)

- 5 b IV A (5) (a) (VI) Reorganization of local governmental units
- (VII) Discriminating use of public credit to foster an adjustment in the agricultural economy of the area.
- (VIII) Changes in leasing arrangements
- (IX) Soil conservation regulations
- (X) Forest burning regulations
- (b) Discuss the extent to which the institutional adjustments discussed above are being pursued in existing programs in the problem area. Indicate how successful each has been.

c Project area

- I Include in the proposal a map of the project area, prepared upon the most accurate base map available but with a scale of not less than 1/6 inch to 1 mile, showing important natural and cultural features, the ownership pattern (if an ownership map is already available) and township and range lines if the proposed project is in a sectionalized area. This map should show definite project boundaries.
- A Project boundaries will be confined to an area within which the land purchase funds available for the project during a fiscal year will acquire sufficient land to leave the project in a usable condition. The proposal will not be prepared so as to contemplate the expenditure of funds for land, within the designated project area, in an amount above that which is available for a fiscal year. The regional director will be advised of the amount of money tentatively allocated to the project for a fiscal year, in accordance with Paragraph 3 b. Consideration may be given at a later date to the extension of the project boundaries on the basis of the information furnished in the proposal in accordance with Paragraph 5cIV.
- II Indicate proposed changes in the use of land in the project area not proposed for the problem area (See Paragraph 5bIV). In general, changes in the use of land in the project area will be those projected for the problem area. If such is not the case, give a full explanation as to the differences.
- III Action program proposed for the project area
- A Land acquisition

- 5 c III A (1) State the total acreage included within the boundaries of the project area.
- (2) Indicate land ownership of the project area according to classes, such as individuals (segregated as to resident and non-resident), corporate, county, state, Federal, or other public ownership.
- (3) State the total acreage to be acquired, average cost per acre, range in cost per acre, and the total cost.
- (4) Character of properties to be acquired, including figures with reference to the following:
- (a) For land in farms: indicate acres of crop land, abandoned crop land, pasture, and woods; number and acreage of farms occupied and unoccupied; number and acreage of farms full owner-operated, part owner-operated, and tenant operated; number and acreage of farms classified according to ownership, such as individual (segregated as to resident and non-resident) corporate, county, state or other public ownership. (For policy with reference to the acquisition of publicly-owned lands, see Paragraph 12h of LU-PO 1. In the event it is proposed to acquire publicly-owned land, give full explanation as to reasons).
 - (b) For land not in farms: indicate acres of abandoned crop land, woods, and pasture (open range); acreage, classified according to ownership as indicated in the preceding paragraph.
 - (c) Discuss the character of the improvements on the lands to be acquired.
 - (d) Discuss the acquisition of water rights, if the acquisition of such rights is significant.
- (5) Discuss problems to be encountered in land acquisition, such as
- (a) Valid but uncompleted homestead claims
 - (b) Mortgage debt in excess of probable appraised value
 - (c) Subsurface rights. Indicate the extent to which such rights are now outstanding in third parties or to which they may be reserved by vendors. If oil, gas, coal, or other mineral rights are to be left

- 5 c III A (5) (c) outstanding in third parties or reserved by vendors, indicate type, stage of exploitation, and effect of any present or future exploitation upon the adjustment program.
- (d) Lands proposed for purchase which are individually burdened with outstanding school or improvement district bonds. If such lands are proposed for purchase, what methods are recommended for effecting the liquidation of indebtedness specifically attached to the lands to be acquired?

B Development

- (1) Describe briefly the character or type of development program which should be carried out in the project area. List kinds of improvements proposed, estimated number of units of each, cost per unit, and the probable total cost, including only labor, materials, supplies, and equipment.
- (2) If it is proposed to develop any specialized facilities, such as a nursery, game farm, or recreational area, indicate the need for such facilities.

C Management and administration

- (1) What may be the conflicting, complementary or supplementary relationship between the program proposed for the project and the program of other Federal or state agencies operating within or adjacent to the project area. In the event that the project area covers a part or all of a proposed or existing public forest, park, wildlife refuge, grazing district, soil conservation district, or other areas of this type, include a map showing the relationship of the project to the boundaries of such area or areas.
- (2) What agency is proposed as the future management and administrative agency? If a non-Federal agency is proposed as the future management and administrative agency, what Federal agency is proposed as the custodian? Indicate reasons for these recommendations. Discuss briefly the character and extent of the proposed management agency's present operations in land administration and similar activities. (Field officials will not negotiate for the future management and administration of a proposed project with any agency unless authorized to undertake such negotiations. As soon as possible after the receipt of the regional director's recommendation, a decision will be made by the Department as to the agency which is to administer the proposed project.)

- 5 c III C (3) If all or part of the project lands are to be used by private operators (farmers, ranchmen), is it proposed to extend use privileges through an association of operators or directly to individual users? What criteria would be used for the granting of such privileges, either directly or through an association?
- (4) How can control be secured over lands within the project area which are not proposed for acquisition?
- (5) Discuss the future management and administration of any specialized features proposed for the project area.
- (6) What is the anticipated annual "net" income from the project, out of which 25 per cent may be paid to the counties to be used for road and school purposes (see Section 33 of the Act).

D Institutional adjustments

(1) Relocation of families

- (a) The regional director in charge of Land Utilization will arrange with the regional director of the Farm Security Administration for the cooperation of the farm management representatives of the latter agency in preparing estimates of the budgetary and personnel requirements involved in providing assistance to families residing on the lands to be proposed for purchase, on other lands within the project area, and any other pertinent lands adjacent to but outside of the proposed project area. These estimates broken down by counties and in accordance with the three classes of land just mentioned, will show:

- (I) total number of families involved
- (II) the number to relocate within the project area, indicating the circumstances which make relocation within the project area desirable
- (III) the number to relocate outside the project, indicating briefly the location and the character of the area to which such families may be moved
- (IV) the number requiring financial assistance only
- (V) the number requiring supervisory assistance only

- 5 c III D (1) (a) (VI) the number requiring both financial and supervisory assistance
- (VII) the total amount of such financial assistance
- (VIII) the amount for each form of such financial assistance, e.g. loans or grants
- (IX) the minimum personnel needs in providing such assistance
- (X) the extent to which such personnel is already available
- (XI) the basis on which the estimates were prepared, including sources and any averages used.
- (2) Discuss other pertinent institutional adjustment measures outlined in Paragraph 5bIVA(5), as such measures relate to the project area.
- (3) Discuss the probable effect of the proposed project upon the local public fiscal situation, including a discussion of the following items:
- (a) Tax base of various taxing jurisdictions to be removed by the land acquisition program proposed.
- (b) Extent of bonded indebtedness of the taxing jurisdictions included within the project area and the effect of the proposed purchase program upon the ability of the taxing jurisdictions to carry this bonded debt.
- (c) Volume of tax delinquency within such taxing jurisdictions, indicating the extent to which taxes levied against the lands are actually collected.
- (d) Policies followed relative to tax delinquency such as delays in imposing penalties, date at which tax delinquent land becomes eligible for tax sale and the use of tax compromises, waivers and moratoria.
- IV Discuss briefly any proposed future extension of the project boundaries in which the objectives and character of the adjustments would be similar to those discussed in connection with Paragraph 5cII and III. Indicate, along with other pertinent information,

- 5 c IV the location of the proposed extension with reference to the project boundaries designated in accordance with Paragraph 5cI, the acreage involved in the extension, and the acres and the probable cost of the land proposed for acquisition in such extension.

6 PROPOSAL FOR A COTERMINOUS PROJECT:

a General

A coterminous project is defined as one wholly within the boundaries of an existing project as approved by the Secretary, or as revised in accordance with Paragraph 7aI.

b Project coterminous with

I Project established under the Land Program of the Federal Emergency Relief Administration or under the Resettlement Administration.

A A proposal for a project of this kind will be submitted in accordance with Paragraph 8 of LU-PO 1. If one proposal already has been submitted for such a project in accordance with that paragraph, and it is proposed to expend for land, funds in excess of the amount previously approved, reference will be made to the previously submitted proposal and only the following will be submitted as a supplement to that proposal:

- (1) Information required in Paragraphs 8dIC and D of LU-PO 1.
- (2) A map prepared in accordance with Paragraph 8cII of LU-PO 1, unless all the tracts now proposed for acquisition can be clearly identified on the map previously submitted in accordance with that paragraph.

II Project established under Title III of the Bankhead-Jones Farm Tenant Act.

A A proposal for a project of this kind will be submitted as a supplement to the original proposal and will contain the following:

- (1) A full justification of the expenditure of funds for land within the project area beyond the amount authorized by the Secretary, including figures as to the acreage to be acquired, use and occupancy of such lands, cost per acre and total cost.

6 b II A (2) If the additional purchases proposed involve a change in the approved detailed plans, modifications of such plans will be submitted for approval in accordance with the established procedure of this Division, simultaneously with the submission of the proposal.

c Proposals of this type which are supplements to proposals previously submitted will be labeled, Supplement I, Supplement II, etc., as may be appropriate.

7 PROPOSAL FOR THE EXTENSION OF THE BOUNDARIES OF AN EXISTING PROJECT:

a In planning the details of land acquisition, development, management and administration, and institutional adjustments, it frequently becomes desirable to make revisions of the project boundaries. Boundary revisions may be classified broadly into two types; namely, those involving changes in the scope, character, or objectives of the project, and those not involving such changes.

I Proposed revisions of project boundaries involving no change in the scope, character, or objectives of the project as originally approved by the Secretary.

A Adjustments in the project boundaries to provide for operating units or single holdings which lie both within and outside of the project boundaries, and similar cases which make revisions of the project boundary desirable, will be submitted for approval in connection with the land acquisition plan or modifications thereof. In such cases the land acquisition plan will show, by appropriate symbols, the most recently approved project boundaries and the proposed boundary revision.

B Boundary revisions other than the type indicated in Paragraph 7aIA and involving no change in the scope, character or objectives of the project, will be submitted for approval as a supplementary proposal containing the following:

(1) A map, with a scale of not less than 1/6 inch to 1 mile, showing the existing project boundaries and the proposed extension, clearly labeled.

(2) All of the information for the proposed extension required in Paragraphs 5cIIIA, B, C and D.

II Proposed boundary revisions involving a change in the scope, character, or objectives of the project, as approved by the Secretary, will be submitted for approval as a proposal in accordance with Paragraph 5. If the proposed extension is within the same problem area as the one described in a proposal previously submitted, only the following will be submitted as a supplementary proposal:

- 7 a II A A map, with a scale of not less than 1/6 inch to 1 mile, showing the existing boundaries and the proposed extension, clearly labeled.

B All of the information for the proposed extension required in Paragraphs 5cIIIA, B, C and D.

8 ORGANIZATION AND SUBMISSION OF A PROJECT PROPOSAL:

- a The information and material required in a project proposal will be assembled in the order in which they are outlined in this instruction. Each subject discussed will be presented under an appropriate underlined heading. The pages of the proposal will be numbered consecutively, including page numbers for maps and tables. The subjects will be listed in a Table of Contents that indicates the page on which each subject may be found. The Table of Contents will also show separately, a list of the statistical tables and a list of the maps included in the proposal. The Table of Contents will be inserted in the proposal immediately following the cover sheet described in the succeeding paragraph.
- b The proposal will be incorporated in Acco press binders, and contain a cover sheet as follows:

UNITED STATES DEPARTMENT OF AGRICULTURE
BUREAU OF AGRICULTURAL ECONOMICS
DIVISION OF PROJECT ORGANIZATION

PROJECT PROPOSAL FOR
(name of project)
(project symbol number)
Located in
(State and county or counties)
prepared (date of preparation)

Recommended by _____ Date _____
Regional Director

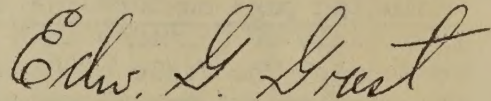
- c The front cover will carry a label in the lower right hand corner as follows:

PROJECT PROPOSAL
(project name)
(project symbol)

- d Ordinarily a project symbol number will not be assigned until after the proposal has been submitted to Washington. The spaces providing for the project symbol number in Paragraphs 8b and 8c above will be

- 8 d left blank until a symbol number has been assigned. After a symbol number has been assigned these blank spaces will be filled in by the respective offices which have copies of the proposal.
- e Four copies of the proposal will be prepared. The regional director will recommend approval of the project by affixing his signature in ink to the cover sheet of all four copies. The original and one copy will be forwarded to the head of the Division of Project Organization with a covering letter, including the information required by Paragraph 2c of this instruction. Two copies will be retained in the field, one for the regional office and one for the project office.

Signed:



Edw. G. Grost, Acting in Charge,
Division of Project Organization.